

**Proposal for the Joint Land Use  
Study (JLUS)  
for the  
Barry M. Goldwater Range and  
Gila Bend Air Force Auxiliary  
Airfield  
Maricopa and Yuma Counties,  
Arizona**



**April 1, 2004**



## **1. Study Area Defined**

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The proposed Study Area for the Barry M. Goldwater Range (BMGR) and Gila Bend Auxiliary Airfield JLUS consists of all lands within 7 miles of the BMGR and Gila Bend Auxiliary Airfield boundaries (excluding any areas not within the territory of the United States and excluding any tribal lands of the Tohono O'odham Nation). The Work Program defined in Section 3 will be undertaken for this area.



## **2. Study Goals**

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Overall project goals to ensure success include:

- Compile and analyze existing plans and studies to identify existing data, data needs, and points of consistency and conflict among the existing documentation in the area of encroachment prevention.
- Identify uses that are compatible, acceptable, and feasible uses of land in the vicinity of military installations, airports, and ranges, including the noise and accident potential zones.
- Provide for input by landowners, state, county and municipal governmental agencies, educational institutions, and other interested parties.
- Develop a strong implementation plan to prevent encroachment by urban development and its resulting impacts on military missions and sustainability, by establishing solid compatibility criteria and strong policies that can be implemented by federal, state and local governments.
- Develop and/or identify land use planning and zoning tools, strategies, and techniques that fairly allocate impacts of the program with respect to federal, state and local governments, private landowners and the military community.



### **3. Study Work Program**

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The following work program will be undertaken for the Barry M. Goldwater Range (BMGR) and Gila Bend Auxiliary Airfield JLUS. *Italicized items are to be undertaken by the Arizona Department of Commerce or the Policy Advisory Committee and are not included in the proposed budget in Section 4.* Primary responsibility for the Study deliverables is indicated in parentheses in the list of deliverables for each task. The Work Program depends upon the collection of available information as a basis for analysis of existing and future conditions in the Study Area, and except as expressly stated, the Work Program does not include further validation, modification or updating of this data.

#### **TASK 1: Project Initiation:**

##### **1.1 Policy Advisory Committee Formation**

- 1.1.1 *The Arizona Department of Commerce (ADOC) with input from Yuma and Maricopa Counties, the City of Yuma, the Town of Gila Bend, Luke AFB, Davis-Monthan AFB, and MCAS Yuma, will compile a list of state and federal agency representatives, community representatives, and others who will be invited to participate on the Policy Advisory Committee (PAC). ADOC will provide Parsons with a copy of the list prior to convening the kickoff meeting for the Committee.*
  - 1.1.2 *ADOC will contact the invitees to obtain organization buy-in and commitment from them to be Policy Advisory Committee members. ADOC will then schedule, convene and chair a kickoff meeting to form the Policy Advisory Committee and to review Study goals and guiding principles, as well as the Study scope of work and approach. This meeting will also provide an opportunity for members of the PAC to identify areas of focus concerning land use compatibilities and conflicts in the Study Area.*
  - 1.1.3 Parsons will provide copies of each of the following for inclusion in the informational packet:
    - Study Area Map
    - Study Goals and Work Program
    - Project Team Contact List
- Parsons will distribute up to 20 packets of informational materials to the Committee members prior to the Kickoff Meeting.
- 1.1.4 Parsons Project Manager will attend the Kickoff Meeting and will be responsible for presenting the Study Goals, Work Program and Approach.

1.1.5 Parsons will establish a Collaborative Workspace on the Parsons Web Site using LiveLink and will provide access to this Workspace for ADOC and, at the direction of ADOC, for up to four others involved in the Study.

*1.1.6 Based upon input received from the PAC, Yuma and Maricopa Counties, the City of Yuma, the Town of Gila Bend, Luke AFB, and MCAS Yuma, ADOC will develop a "Stakeholder" list of for the JLUS. The list will include contact information for each stakeholder (mailing address, e-mail address, etc.) and ADOC will provide Parsons with a copy of the Stakeholder list.*

1.1.7 Using the Stakeholder list provided by ADOC, Parsons will create a Study mailing list in an electronic format.

## **1.2 Ongoing Public Involvement – Education/Outreach**

### **1.2.1 Public Informational Meeting**

*1.2.1.1 ADOC will schedule and conduct two JLUS Public Informational Meetings. The Meetings will be scheduled to occur during Task 5 (Land Use and Implementation Recommendations), to allow public input on the recommendations. ADOC will be responsible for making arrangements for a venue to conduct the Meetings and publicizing the events through local media (including distribution of press kits) and contact with local PIOs. It is intended that one Public Meeting will take place in the Gila Bend area and one in the Yuma area.*

1.2.1.2 Parsons, with input from ADOC, will prepare a draft "Program" for the Meetings that will include a list of potential exhibits, a venue layout, participants and project team assignments. Following review by ADOC, Parsons will finalize the Program and prepare a Meeting Program for distribution at each Meeting.

1.2.1.3 Using the list in the finalized Program, Parsons will prepare exhibits for use at the Meetings. These exhibits will use a standard graphic format to be developed with input from ADOC. Parsons will also prepare up to 200 Comment Cards that will be made available at the Meetings for attendees to record their comments concerning the Plan recommendations.

1.2.1.4 The Parsons Project Manager will attend the Meetings and will assist ADOC in the conduct of the events.

### **1.2.2 PAC Briefings**

*1.2.2.1 ADOC will schedule and, assisted by Parsons, as described below, will conduct three briefings for the PAC to provide information to and opportunities for input by the members of the PAC as well as other interested stakeholders. The subject of the briefings will be:*

- *Briefing 1: Task 2 Data and Issues Compatibility Analysis Results*
- *Briefing 2: Tasks 3 and 4 Preliminary Alternatives and Compatibility Analysis*
- *Briefing 3: Task 5 Preliminary Recommendations*

*ADOC in conjunction with the PAC will be responsible for making arrangements for a venue to conduct the briefings. The briefings will be publicized through the Study Newsletters.*

- 1.2.2.2 Parsons Project Manager will participate in the briefings with ADOC. Parsons, with input from ADOC, will prepare a draft Presentation for the briefings in PowerPoint format. Following review by ADOC, Parsons will finalize the Presentation and will make the presentation at the briefings. These presentations will also be suitable for use by ADOC or the PAC for use in conducting additional meetings with Stakeholder groups.
- 1.2.3 With input from ADOC, Parsons will incorporate items for the BMGR JLUS in the issues of the Compatibility Project newsletter scheduled during the course of the Plan process. Information to be included in the newsletters will include a calendar update. The newsletters will be distributed to encourage stakeholders and other interested parties to attend the PAC briefings.
- Parsons will provide a draft of material for each newsletter to ADOC for review. Following ADOC review Parsons will finalize the material, incorporate it into the newsletter and distribute it to all persons on the project mailing list. Parsons will update the mailing list in advance of the distribution of the newsletter, incorporating contact information received through ADOC.
- 1.2.4 Material incorporated in the newsletter will be provided by Parsons in a format that can be used by ADOC to post on their Web site. Parsons will provide PDF files of all Study reports and graphics so that ADOC can post these documents on their web site.
- 1.2.5 Parsons will provide ADOC with drafts of pre- and post-event press releases, as well as press release versions of information contained in the monthly newsletter.
- 1.2.6 ADOC will be responsible for maintenance of media outlet lists, distribution of press releases and ongoing local PIO coordination.*
- 1.2.7 ADOC, with assistance from the PAC, will maintain information flow to state and local elected officials and committees regarding the Study, and will work to encourage their continued involvement.*

**Task 1 Deliverables:**

- Policy Advisory Committee Formation (ADOC)

- Updated Project Mailing List (Parsons)
- PAC Kickoff Meeting (ADOC, PAC and Parsons)
- Public Informational Meetings (2) (ADOC, PAC and Parsons)
- PAC Briefings (3) (ADOC, PAC and Parsons)
- Newsletter Material (Parsons)
- Press Releases (ADOC and Parsons)
- Media and PIO Coordination (ADOC)

## **Task 2: Existing and Historical Conditions Analysis and Mapping**

### **2.1 Existing Information Collection – Planning Area & Military Facility**

- 2.1.1 Prior to the PAC kickoff meeting, ADOC and Parsons will conduct a Study Team kickoff meeting with staff from Yuma and Maricopa Counties, the City of Yuma, the Town of Gila Bend, Luke AFB, and MCAS Yuma. At this meeting, the Team will review available data, resolve any data gaps and identify areas of focus concerning land use compatibilities and conflicts in the Study Area. Parsons will prepare a memorandum summarizing the results of the meeting and distribute copies to the Study Team. The memorandum will include target time frames to receive outstanding data and the associated responsible entities.
- 2.1.2 With input from ADOC, Yuma and Maricopa Counties, the City of Yuma, the Town of Gila Bend, Luke AFB, and MCAS Yuma, Parsons will identify and collect existing information relevant to the Study Area. The data may include studies, reports, general and comprehensive plans, maps (paper and digital), and information on current and future operations at Barry M. Goldwater Range (BMGR) and Gila Bend Auxiliary Airfield. All information collected will be cataloged with standard data, including title, medium, source and date. Parsons will create and maintain the catalog in an electronic format and will update the catalog as new information becomes available. The catalog (with updates) will be posted to the LiveLink collaborative workspace.
- 2.1.3 Parsons will adapt the GIS mapping developed by Luke AFB Range Management Office for Barry M. Goldwater Range (BMGR) and the Gila Bend Auxiliary Airfield to prepare base mapping for the Study. Using the available data identified in Sub-Task 2.1.2, Parsons will map current land use within the Study Area from available data and will map projected development activity in the Study Area, based on general and comprehensive plans collected under Sub-Task 2.1.2. The mapping will be constructed as appropriate overlays to the base mapping developed in this sub-task.
- 2.1.4 Parsons will update data on population growth and densities within the Study Area, based on data obtained from general and comprehensive plan data and information obtained from MAG (Maricopa Association of Governments) and other sources identified in sub-task 2.1.2. This information will be documented in a memorandum, and Parsons will distribute copies to the Study Team.

## **2.2 Existing Regulation Review**

- 2.2.1 Based on the information collected in Task 2.1, Parsons will review and update as necessary, the analysis of Federal AICUZ guidelines, as well as current ordinances, land development codes, and other regulations at the state, county and local level previously prepared for the Arizona Military Compatibility Project. The results of this review will be documented in a memorandum, and Parsons will distribute copies to the Study Team.
- 2.2.2 Parsons will provide a memorandum to the Study Team documenting the results of the review of legislation and regulatory standards adopted by other states relative to military facilities (previously prepared under the overall Arizona Military Compatibility Project).

## **2.3 Interactive Retreat**

- 2.3.1 Parsons will conduct a one-day Interactive Retreat for Study Team staff to develop a coordinated overview of the planning and development challenges and to identify preliminary approaches to address the key planning/operations challenges affecting the continued viability of Barry M. Goldwater Range (BMGR) and the Gila Bend Auxiliary Airfield.

## **2.4 Data Analysis**

- 2.4.1 Parsons will develop conclusions for data obtained in Sub-Task 2.2 relative to land use and development trends and issues that affect future compatibility in the Study Area. The focus will be on critical areas of land use development in the Study Area, and the influence of regulatory measures on current and future land use compatibility. The results of the analysis will be prepared as a Memorandum and distributed to the Study Team and PAC.

## **Task 2: Deliverables**

- Study Team Kickoff Meeting (ADOC and Parsons)
- Compilation of data relevant to Study Area and data catalog (Parsons)
- Mapping of current Study Area data and projected development in GIS format (Parsons)
- Memoranda on Existing Regulation Review (Parsons)
- Interactive Retreat (Parsons)
- Memorandum on Land Use and Development Trends and Issues (Parsons)

## **TASK 3: Compatibility Alternatives**

- 3.1 Parsons will prepare criteria for determining land use compatibility within the Study Area. The compatibility criteria previously developed in earlier phases of the Arizona Military Compatibility Project, along with AICUZ Guidelines and Arizona Revised Statutes Title 28 will be used as the primary source of input for the criteria. In addition, adaptation of the Graduated Density Concept (GDC)



prepared by Luke AFB (dated 1 July 2003) will be analyzed and considered as part of the developing the compatibility criteria.

- 3.2 Utilizing the compatibility criteria developed in Task 4.1, Parsons will prepare and map Compatibility Alternatives within the Study Area. The Alternatives will be mapped in GIS format and will also show noise contours (65 Ldn and above) and flight path data provided by Luke AFB and MCAS Yuma. In preparing the Alternatives, Parsons will integrate the appropriate Growing Smarter land use planning components and principles and will identify how those components are incorporated into the Alternatives.
- 3.3 The information and recommendations developed in this Task will be incorporated into a Memorandum on Compatibility Criteria and Alternatives, and copies provided to the Study Team and PAC.

**TASK 3: Deliverables:**

- Mapping of Compatibility Alternatives (Parsons)
- Memorandum on Compatibility Criteria and Alternatives

**TASK 4: Future Land Use Compatibility**

- 4.1 Using the GIS data developed in Task 2, Parsons will determine compatibility of future land uses in the Study Area and identify land use conflicts based upon the compatibility guidance and principles defined in Task 3.
- 4.2 Parsons will evaluate the effectiveness of existing development controls/policies/procedures based on information compiled in Task 2 and determine their effectiveness in ensuring land use compatibility. The analysis will also consider the effect of vested development on land use compatibility.
- 4.3 Parsons will provide future land use conflict information in GIS and tabular formats. This information, along with the results of the evaluation of effectiveness of existing development controls will be incorporated into a memorandum on Land Use Compatibility and copies provided to the Study Team and PAC.

**TASK 4: Deliverables:**

- Future Land Use Compatibility Data in GIS and tabular formats (Parsons)
- Memorandum on Future Land Use Compatibility (Parsons)

**TASK 5: Compatibility Implementation Recommendations**

**5.1 Existing Measures**

- 5.1.1 Based on the review and analysis of existing measures from Tasks 2 and 3, Parsons will identify existing local government codes, ordinances and regulations that may reduce potential conflicts between land uses and military aircraft

operations at Barry M. Goldwater Range (BMGR) and the Gila Bend Auxiliary Airfield.

## **5.2 New Measures and Strategies**

- 5.2.1 Parsons will identify potential new mechanisms, both regulatory and non-regulatory, to reduce or eliminate land use conflicts and other encroachment issues within the Study Area. The work in this Sub-Task will consider options such as noise attenuation standards, land exchanges, development incentive programs, transferable development rights program, performance standards, special overlay zones, density transfers, and special procedures for reviewing developments within the area. The need for improved disclosure processes and ordinances will also be considered.
- 5.2.2 Parsons will identify financing mechanisms and potential funding sources to be used as components of the implementation strategies to be developed under Task 5.3.

## **5.3 Implementation Strategies**

- 5.3.1 Parsons will recommend implementation strategies targeted to the compatibility issues in the Study Area, including recommendations of policy statements (including policies for the future disposition of state lands), ordinances, local government land use controls, noise and other pertinent measures as appropriate. Parsons will also recommend development procedures and decision-making criteria designed to work with local processes.
- 5.3.2 The information and recommendations developed in this Task will be incorporated into a memorandum on Compatibility Implementation Recommendations, and copies provided to the Study Team and PAC.

## **TASK 5: Deliverables:**

- Memorandum on Compatibility Implementation Recommendations (Parsons)

## **TASK 6: Final Report Development**

- 6.1 Parsons will prepare a draft report on the JLUS for Barry M. Goldwater Range (BMGR) and Gila Bend Auxiliary Airfield for review, comment and revision. The report will use the report outline contained in Appendix 1 and will incorporate appropriate text, tables and graphics from the data and memoranda prepared under previous tasks. Parsons will provide the ADOC with 25 printed copies; one camera-ready original; and a CD containing the text of the draft Plan in electronic format. ADOC will distribute the draft report for Study Team and PAC review. Parsons' Project Manager will attend one meeting each with the Working Group and PAC to address review comments on the draft.
- 6.2 With input from the ADOC following the Working Group and PAC review, Parsons will prepare the final report in draft format for public distribution for review and

comment. Parsons will provide the ADOC with 50 printed copies; one camera-ready original; and a CD containing the text of the draft Final Plan in electronic format.

- 6.3 *ADOC evaluates public and PAC comment, provides direction to Parsons concerning modifications to the report, approves appropriate amendments, accepts the JLUS and recommends adoption by each appropriate unit of government (i.e. local, county).*
- 6.4 Parsons will prepare and print the adopted JLUS and provide the ADOC with 20 printed copies; one camera-ready original; 50 CDs containing the text of the Plan in electronic format; CADD maps in electronic format and one color printed set of the maps at full size (approximately 30"x40"); one color set of maps at 11"x17"; and a color executive summary in electronic format suitable for printing at 8.5"x11".

**TASK 6: Deliverables:**

- Draft Report (Parsons)
- Draft Final Report (Parsons)
- Adopted Final Report (Parsons)
- All Study background information and documents to be posted to ADOC website (ADOC)

**TASK 7: Ongoing Support and Coordination:**

- 7.1.1 *The Policy Advisory Committee and ADOC meet to determine process, organization, and assist local, county and state government in implementing project recommendations and assign responsibility for continuous monitoring of Compatibility Project. (PAC and ADOC)*
- 7.1.2 *Outreach conducted at a state level through a Compatibility Project summit where the entire document is reviewed and the implementation strategies are set in motion. (ADOC and PAC)*
- 7.1.3 *Regularly scheduled Commander Summits and other conferences will serve as public forums for long-term interface and update of issues. (PAC and ADOC)*
- 7.1.4 *Results of implementation monitored every six months through communication networks and field visits. (ADOC)*
- 7.1.5 *An annual report is developed and submitted to key stakeholders that summarizes Compatibility Project results. (ADOC and PAC)*

**TASK 7: Deliverables:**

- Compatibility Project implementation initiated (ADOC and PAC)
- An annual report of Compatibility Project implementation success and shortcomings is prepared (ADOC and PAC)

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- A Compatibility Project summit is held to review implementation goals and priorities (ADOC and PAC)



## **APPENDIX I – JLUS Outline for Barry M. Goldwater Range (BMGR) and Gila Bend Auxiliary Airfield**

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1. Introduction
  - a. Purpose and need for the Plan
  - b. Goals
  - c. Guiding Principles
  - d. Public Participation
  - e. Use of the Plan
2. Overview of the Planning Area and Military Facility
  - a. Location and Jurisdictions
  - b. Historical Growth and Development
  - c. Existing Development Pattern
  - d. Growth Potential and Planned Land Use (Municipal and County)
  - e. Zoning and Land Development Regulations (Municipal and County)
  - f. Military Airspace
  - g. Military Facility/Base Operations
    - i. Mission, Aircraft, and Equipment
    - ii. Military History of BMGR and Gila Bend Auxiliary Airfield
    - iii. Military Airspace, Military Training Routes, and Flight Paths
  - h. Land Ownership
    - i. Federal Lands
    - ii. State Lands
    - iii. County/Municipal Lands
    - iv. Private Lands
3. Trends and Issues
4. Current Land Use Compatibility Laws, Regulations and Programs
  - a. Federal
  - b. State
  - c. Local
5. Compatible Land Use
  - a. Safety and Noise Criteria for Compatible Land Use
    - i. Safety
    - ii. Noise
  - b. Recommended Compatible Land Use
  - c. Strategies to Achieve Compatible Land Use
6. Financing Mechanisms and Funding Sources
7. Implementation Program

Appendices